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STATE DOCUMENTS

CIVIL DISORDERS

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A

RESOURCE AND TRAINING BULLETIN

Prepared by

Governor's Crime Control Commission

State of Montana

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INTRODUCTION

In the area of civil disorders, as with so many other subjects, a majority of valuable information goes unheeded simply because it is hidden amongst the blarney in volumes of material which we simply do not have the time or patience to decipher. Recognizing this fact, it has been decided to introduce a reference bulletin in an easy-to-read outline form containing a wealth of information and ideas not otherwise available to the Montana Peace Officer.

Such an opportunity has presented itself in the form of Colonel L.O. Guiffrida, Commandant of the California Specialized Training Institute. Colonel Guiffrida has generously allowed the outlining and selective quoting of certain of the lesson plans written by he and his staff for use in the instruction of the "Civil Disorders Management Course." (information on this course is available from Chuck Skillen, M.L.E.A.)

The intent of this bulletin is to provide the Montana law enforcement administrator with a working knowledge of terms, concepts and basic methods used in controlling a civil disorder. It is hoped that the information contained herein will serve as a useful prelude to the forthcoming guide to planning for the prevention and control of civil disorders as well as a handy and informative reference.

M.R.M.
April, 1972

PREPARATION FOR DISORDER

A. Planning and Training

1. Planning

A. Organization for Planning

1) Choices

- A) use existing organization without change
- B) create temporary planning committee
- C) create permanent planning committee
- D) use a combination of the above

2) Essential Members of the Municipal Government

- A) mayor or city manager
- B) chief of police
- C) fire chief
- D) other city departments
- E) city attorney/district attorney
- F) public utilities
- G) board of education
- H) courts
- I) county and state governments
- J) others

3) Who should be leader or chairman

4) Who should be permanent or temporary

5) Who should be in advisory capacity only

B. Analyze the Area of Operations

1) Area Study



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- A) physical features
 - 1. topographical
 - 2. manufacturing districts
 - 3. residential districts
 - 4. business districts
 - 5. types of buildings
- B) climate
- C) population (ethnic composition and numbers)
- D) critical areas
- 2) Recent History of Civil Disturbances
- 3) Sensitive Areas
 - A) gun and pawn shops
 - B) explosives and munitions manufacturers and distributors
 - C) critical utility systems
 - D) dissident organizations
- 4) key government buildings
- C. Estimate of Law Enforcement Capabilities and Resources
 - 1) Local Police Department
 - A) personnel
 - 1. strength of sworn and reserve forces
 - 2. individual training in civil disturbance operations
 - 3. morale
 - B) public relations
 - 1. news media relations
 - 2. appeals by the public
 - 3. rumor control

- C) material
 - 1. weapons and equipment
 - 2. mobility
 - 3. communications
 - 4. facilities
 - 5. supplies
- D) operations: consider all routine and special operations that may be required during a civil disorder.....assign priorities. Normal emergency calls cannot be disregarded during a disorder
- E) budgeting
 - 1. funds needed
 - 2. funds available
- 2) Mutual Aid
- 3) Highway Patrol
- 4) National Guard
- 5) Questions for "2,3, and 4" above
 - A) requesting procedures (who, when, how)
 - B) mobilization time
 - C) operational limitations
 - D) command structure
- D. Identify Planning Considerations
 - A) Routine Reports and Operational Records
 - B) Chronological Record of Events
 - C) Statistical Information
 - 1. injuries
 - 2. deaths

3. arrests
 4. bombings and fire bombings
 5. major fires
 - D) personnel assignments
 - E) additional clerical support
 - F) news releases through a single source
 - G) rumor control programs
 - H) utilization of non-police personnel
 1. retired policemen and firemen
 2. private guards and special officers
 3. civil defense personnel
 4. government employees
 - I) legal advisor should prepose all legal documents
- 2) Communications
- A) common radio/telephone procedures
 - B) joint codes and authentication process
 - C) assigning radios and frequencies for net capability
 - D) obtain additional radios
 - E) supply liaison officers with proper radios
 - F) phone company assistance
 - G) alternate means of communication
 1. other city/county agencies with mobile radio equipment
 2. teletype
 3. civilian mobile radios
 4. mass news media (for announcements and rumor control)

3) Logistics

- A) current equipment lists
- B) supply requirements
- C) procurement procedures
- D) transportation requirements
- E) loan of military equipment

4) Operations

- A) definitive policy and guidelines on the control of disturbances must be established and disseminated to all concerned agencies
- B) overall strategy and concept must be clearly understood by all who are involved in the control operation
- C) mass arrest and detention
- D) leadership continuity
 - 1. legal plan for municipal/county government succession
 - 2. change of command notification

5) Security

- A) security and protection of vital installations, facilities, records and personnel
- B) what to secure
- C) who to protect
- D) how to maintain security
- E) who maintains it
- F) priority list of security missions

6) After-Action Reconstruction

- A) de-escalation of mobilization
- B) governmental relief agencies and social services

1. restore "normal" governmental and social services as quickly as possible
 2. plan for additional needs
 - a. food
 - b. clothing
 - c. shelter
- C) after-action reports: will point out
1. necessary changes in plans and organization
 2. necessary additional or correctional legislation where the law is found to be deficient
 3. realization of training needs for future problems
 4. a basis for identifying areas where additional equipment, funds and governmental action are needed

E. Basic Plans

- 1) Alert or Mobilization Plan
 - A) key is simplicity
 - B) notification list
 1. mayor or city manager
 2. fire chief
 3. sheriff
 4. highway patrol
 5. adjutant general
 6. appropriate public utilities
 7. appropriate city/county departments
 8. attorney general
 9. press

- C) should provide for the call-up and reorganization of all available personnel
- 2) Procedural Plan: Plans for Control of
- A) looting
 - B) sniping
 - C) arson
 - D) parades
 - E) protest marches
 - F) sit-ins, love-ins
 - G) minority group protests
 - H) campus protests
 - I) labor disputes
 - J) counterdemonstrations
 - K) vigilante activity
 - L) public events
 - M) bombings
- 3) Tactical Plan: What to do at Specific Locations
- A) city hall
 - B) government buildings
 - C) public and private utility facilities
 - D) draft board offices and armed forces examining stations
 - E) business establishments
 - F) stadiums and parks
 - G) college and high school campuses
 - H) transportation facilities
 - I) fire stations

J) police stations

K) critical highway intersections and bridges

4) Operational Plan

A) details the functioning of the entire organization

B) should provide for operating and sustaining all resources...for prolonged periods under extreme stress

C) plans "1,2, and 3" above should be in support of this plan

D) should provide for

1. rumor control

2. EOC functioning

3. administration

4. legal restrictions

5. news releases and appeals

6. communications

7. logistics

8. detention

9 arrest procedures

10. emergency relief

11. intelligence

12. procedure for declaring curfews within the community

13. procedures for obtaining national guard and federal military assistance

14. missions for the national guard

2. Training

A. Objectives

- 1) test emergency plans and organization
- 2) familiarize all personnel with plans and emergency procedures
- 3) threat awareness
- 4) practice tactics and joint operations

B. Policies

- 1) standardization of training throughout a department
- 2) joint training to include military, mutual aid law enforcement agencies, fire, municipal supporting agencies
- 3) unit training
 - A) must be integrated into all other training
 - B) stress the unit as opposed to normal 1-or 2-man operation
 - C) national guard should use civil disorder organization for training.....as opposed to military organization
- 4) realism throughout all training exercises
- 5) training exercises designed to point out shortcomings of plans and organization

C. Types

- 1) lecture (scheduled oral instruction)
- 2) handout literature - especially mobilization and alert lists
- 3) CPX - joint command post exercises train, command and control personnel.....must stress inter-agency cooperation
- 4) FTX - presents an opportunity for practice in operations for a large number of personnel

D. Specialized Training

- 1) bomb disposal (EOD) teams
- 2) special weapons tactics (SWAT) teams
- 3) anti-sniper and other operations
- 4) special equipment teams
- 5) EOC personnel trained in techniques or setting-up and operating EOC's
- 6) special official security teams

CONTROL FORCE/COMMUNITY/MEDIA RELATIONS

A. History

1. Good departmental reputation achieved through
 - A. continuing program of training
 - B. attainment of professional standards
 - C. recognizing importance of community/media relations
 - D. extensive.....public relations campaign
2. Image
 - A. traditionally inept, bumbling, comic, violent, etc.
 - B. new image being portrayed through "Adam 12", etc.
3. Gaining public support
 - A. doing the best we can to fill our role in society in a professional manner
 - B. active community relations programs
 - C. active press relations liaison

B. Present

1. Related programs
 - A. P.O.S.T.
 - B. crime repression squads
2. Police/Public contact
 - A. only 23% (national average) of the public ever has personal contact with the police.....a major portion of this figure is for traffic contact only
 - B. basis of average citizens judgement of police
 - 1) personal experience
 - 2) experience of his friends/neighbors/co-workers/relatives

3) news media

4) entertainment media - all sources

3. Existing community relations programs

A. town hall type community meetings

B. C.O.P. citizen of the week

C. police sponsored youth clubs and athletic programs

D. speakers bureau (staffed by department members)

E. awards to citizens for outstanding deeds

F. anti-crime programs

G. business campaigns

H. home owners, bike safety programs, etc.

I. school rap sessions - especially in junior high
and high school

4. "The success of community relations efforts must be the result of a policy of actively pursuing and courting the public"

C. Police Community Relations Unit

1. Unit commander - qualifications

A. loyalty and intelligence

B. outgoing personality and a genuine interest in people

C. total dedication to public service (law enforcement)

D. natural ability as a speaker with sufficient command of the language to properly express himself

E. broad field of experience in law enforcement

2. PCRU functions

A. support from all field and administrative personnel

B. all department functions should be geared to employ good community relations practices

- C. industry (i.e. - phone company assistance in phone courtesy, etc)
- D. civic organizations - officer membership
- E. better liaison with local news media, on a face to face basis
- F. better understanding of community problems
- G. liaison within the local political structure
- H. liaison with minority groups

D. Police/Community/Media Relations and the Unusual Occurrence

1. General Statement:

"Press and others. It is advisable to designate a press officer to deal with radio, television, and news reporters. The press officer should be the official voice of your department. All inquiries should be handled by him and him alone. The chief is (or should be) too involved in decision-making to become tied up with telephone calls and personal interviews. All personnel operating in the street should refer any inquiries to the press officer. State agency personnel, as a matter of policy, will not make press releases concerning local operations or problems. All personnel should be advised to answer any inquiries only in general terms. Law enforcement personnel and troop strengths should not be given. Locations from which mutual aid officers are responding should not be revealed. Don't tip your hand to the opposition: General terms such as

'sufficient strength to handle the situation' should be used. Plan for regular briefings of the press, local governmental officials, and visiting dignitaries who are not directly involved in command, support, or decision-making processes. Keep them out of the command center whenever possible. Use the press center."

2. Public Relations Officer

- A. prepares all official news releases
- B. issues all special I.D. cards and press passes
- C. reports and maintains all special records relating to injuries of personnel
- D. interviews personnel injured and any witnesses thereto, etc.
- E. assists intelligence officer

3. Press Room

- A. collocation with EOC creates security problems
- B. remoteness creates communications problems

4. Rumor Control Policies

- A. under no circumstances will rumors of civil disorders be broadcast
- B. under no circumstances will specific locations be given, until authorities have the necessary manpower at those locations
- C. under no circumstances will interviews with hotheads or inciters be aired.
- D. rumor control must depend upon three factors
 - 1) field intelligence from all sources concerning the rumor, source, or stimulus
 - 2) knowledge of the true facts to counter the rumor

- 3) effective press/media relations to enable your message to get to the public
- E. public access to rumor control centers
 - 1) telephone
 - 2) personal visit
- F. comprehensive rumor abatement with the department or agency
- 5. Pre-incident briefings
- 6. Ongoing briefing during the unusual occurrence
- 7. Inclusion of local VIP's in all of the above
- 8. Operational procedures
 - A. staff
 - 1) information center
 - 2) rumor control
 - B. facilities - see D-3
 - C. field policy to keep department personnel informed
 - D. regular times for briefing and news releases
 - E. post-incident debriefing - a complete recap of the occurrence
- 9. News release topics
 - A. involvement by VIP's in news worthy actions
 - B. heroic acts by citizens and safety forces
 - C. outstanding efforts of control by safety forces
 - D. operational occurrences/incidents of seemingly routine nature (non-strategic)

DISORDER MANAGEMENT

A. Definition

1. "Disorders" - entire spectrum of civil unrest ranging from disruptive demonstrations and non-violent civil disobedience through.....riotous activity and beyond.
2. "Management" - connotes use of skill and judgment in selecting the most effective response for each particular confrontation.
3. A concept which takes cognizance of and seeks to counter the attempts of dissident organizations to further their movements through confrontation.
4.seeks to defeat their stratagem of provocation of control forces which may produce an over-reaction in their (control forces) part and thereby radicalize additional supporters for the dissidents from a disaffected, but presently uninvolved, populace.

B. Intensity Reduction Concept

1. Select the proper management tools availableto insure that the tensions (political, economic, cultural and social) are reduced to a practical level acceptable to all segments of the society.
2. Timely application of concept

- A. solidifies the continued loyalty of the masses
- B. contributes to the positive, rational thinking and acting of the activist who remains willing to live within the system.
- C. makes it possible for regulating elements (agencies) to deal with those who act both outside of the law and the system.

C. Confrontation Variations

1. Mass Demonstrations - hundreds or thousands of people which can overwhelm the capabilities of law enforcement agencies.
2. Civil Disobedience - individuals (elderly women, young females, etc.) whose non-violent posture places the control forces in an awkward position.
3. Idealistic Protests -
 - A. fanatically dedicated, often naive young participants
 - B. normal deterrents such as threat of arrest or use of force has limited effect.
4. Dispersed Riots -
 - A. many small groups of dissidents.
 - B. operating independently or in concert.
 - C. dispersing and re-grouping elsewhere when threatened by control force operations.
5. Political Terrorism -
 - A. extremely violent, nihilistic or even anarchistic tactics (sniping, bombing, etc.).
 - B. conventional police operations probably ineffective and certainly dangerous.
6. General Variations -
 - A. purpose and magnitude of dissident activity.
 - B. capability and preparedness of control forces.
 - C. attitudes and proximity of general public.

D. Level of Intensity

1. Determined from combination of variations present (see Paragraph "E").
2. May range from "law and order" to "anarchy".
3. Indicates
 - A. disorder's actual or likely impact on target institution and surrounding community.
 - B. urgency with which control force action must be initiated.
 - C. extent to which dissident activity must be curtailed.
 - D. degree of force justified to attain curtailment.

E. Acceptable Level of Intensity

1. Ultimate Objective - restoration and maintenance of law and order.
 - A. not feasible in many situations.
 - B. limiting factors
 - 1) magnitude of disorder
 - 2) readiness of police
 - 3) time of day - during certain hours large numbers of bystanders or hangers-on can be expected to be present.....making their potential involvement a limiting factor
 - 4) intensity of emotions
 - a) dissidents
 - b) bystanders
 - c) control forces
 - d) any aggressive action could trigger greater violence

- 5) sympathies of public - sympathy of a major segment of the community may make the action of the control forces subject to very close scrutiny.
- 6) strategy of dissidents
 - a) in many cases, to produce the type of dramatic, aggressive police response necessary to promptly restore order.
 - b) the need to thwart that strategy is a factor.
- C. complete restoration of law and order may have to be deferred (due to above factors).
- 2. Alternate Objective - Intensity Reduction
 - A. Reduce or limit the confrontation's intensity to the lowest realistic level.
 - B. Intensity reduction steps
 - 1) assess the current (or probable) intensity level of the confrontation
 - 2) determine the highest level of "acceptable" intensity (above which any greater intensity would be unacceptable or intolerable to the endangered institution or community).
 - 3) determine the lowest level of attainable intensity (below which any further reduction attempts would likely be dysfunctional).
 - 4) establish a "realistic" management goal somewhere in between.
 - C. The establishment of any intensity reduction goal is valid only for that particular disorder.
 - D. The actual determination of each disorder's upper and lower limits of intensity will vary greatly.
 - E. Intensity reduction is essentially a compromise between two extremes - excessive or dysfunctional action and permissive or in-effective action.
 - F.much attention has been directed at ways of influencing or manipulating an actual or potential

confrontation, in addition to or instead of the application of force.

- G. these techniques have been successfully employed to reduce a confrontation's current or potential intensity level.

F. Confrontation Management Techniques

1. Channelization

- A. pressure the dissident leadership to "channel" the confrontation into a more acceptable form.

- B. pressure may be

- 1) positive - offering concessions
- 2) negative - erecting deterrents

2. Diversion - Divert potential participants and/or bystanders from the proposed confrontation site.

- A. direct - denying access to the confrontation site.

- B. indirect - promoting an alternate activity of greater interest.

3. Co-operation - action taken to co-opt dissident leadership, thereby denying leadership to dissident activities.

- A. overt - giving dissident leaders "establishment" positions which divert their energies and compromise their dissident status.

- B. covert - infiltrating and clandestinely promoting dissident leaders whose aims and intentions are more acceptable.

4. Solution - continue pressing the administration to enact appropriate change.

5. Others - limited only by our imagination and ability to learn from the experiences of other control forces.

G. Confrontation Management Principles

1. Awareness

- A. successful and efficient employment of control forces is vitally dependent on timely, accurate intelligence.
- B. equal attention to dissidents, community and control forces.

2. Public Image

- A. sympathies of the immediate bystanders and general public are vital.
- B. dissidents seek to enlarge participation in the disturbance.
- C. control forces must deter the public's involvement.
- D. the predisposition of the public to respect, support and cooperate with the control forces is a great advantage.
- E. an unfavorable public image of the control forces would increase their problems and abet the dissidents.

3. Preparedness

- A. extensive and continual preparation is required to attain and maintain a state of readiness for successful civil disorder management.
- B. particularly difficult because of the diversity of the agencies involved.
- C. in-depth planning - thoroughly coordinated with other concerned agencies - is the key to preparing for civil disorder.
- D. training is **critical**

4. Supervision

- A. no single individual is likely to have command or operational control over all the civil and military agencies within the disturbed area.
- B. supervisory unity should be sought through such techniques as collocation of command and operational centers, integration of communications systems and delineation of organizational responsibilities.

5. Responsiveness

- A. logically analyzing the cause and effect relationship of a proposed course of action by first defining the desired objective and then selecting "functional responses" (actions which enhance the attainment of that stated objective).
- B. key point is the rejection of actions which would be dysfunctional.

6. Neutrality

- A. the conduct of the control forces must be characterized by emotional objectivity and political neutrality.
- B. this.....display of neutrality is particularly important where the dissident actions may be expressly designed to provoke the type of illegitimate control force reaction that would radicalize greater support for their movement.

7. Minimum Force

- A. use of force must be limited to that degree justified by necessity.
- B. the objective is not to defeat the dissidents but to enforce the law.
- C. the use of excessive or unnecessary force.....may serve to increase public sympathy for the dissident movement.

H. Closing Statement

"We must insure the law is effectively and equitably enforced, yet without resort to the diminishment of the very liberties we seek to protect."

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